

## Message Text

PAGE 01 STATE 155504  
ORIGIN OES-07

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AF/S-M. CHISEK  
EUR/SOV MR. CULBERT

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FM SECSTATE WASHDC  
TO AMEMBASSY BUENOS AIRES IMMEDIATE  
AMEMBASSY CANBERRA IMMEDIATE  
AMEMBASSY PARIS IMMEDIATE  
AMEMBASSY BRASILIA IMMEDIATE  
AMEMBASSY MEXICO IMMEDIATE  
AMEMBASSY WELLINGTON IMMEDIATE  
AMEMBASSY PANAMA IMMEDIATE  
AMEMBASSY PRETORIA IMMEDIATE

UNCLAS STATE 155504

E.O. 11652: NA

TAGS:SENV, EFIS, IWC-1

SUBJECT: BILATERAL DISCUSSIONS CONCERNING 30TH ANNUAL  
26-30 JUNE 1978, LONDON  
UNCLASSIFIED

PAGE 02 STATE 155504

1. THERE ARE A NUMBER OF IMPORTANT ISSUES ON AGENDA OF  
SUBJECT MEETING ABOUT WHICH USG WOULD LIKE TO CONSULT WITH  
HOST GOVTS. SMALL TEAM FROM WASHINGTON HAS CONSULTED WITH  
SEVERAL OF THE IWC COMMISSIONERS; HOWEVER, IT IS NOT POSSI-  
BLE TO SEND TEAM TO CONSULT WITH HOST GOVTS. THEREFORE,  
WOULD APPRECIATE EMBASSIES PRESENTING FOLLOWING POINTS TO  
HOST GOVTS' IWC COMMISSIONERS AND OTHER APPROPRIATE OFFI-  
CIALS AS SOON AS POSSIBLE. WOULD APPRECIATE IMMEDIATE  
REPORT ON HOST GOVTS' REACTIONS TO THESE POINTS AND ANY  
OTHER ISSUES THEY MAY WISH TO RAISE WITH USG.

2. ABORIGINAL WHALING

A. IWC QUOTA FOR 1978 BOWHEAD WHALE HUNT IS 12 LANDED OR 18 STRUCK, WHICHEVER OCCURS FIRST. SPRING HUNT FOR BOWHEAD WHALE BY ALASKAN ESKIMOS HAS GONE WELL. HUNT IS OVER AND TOTAL TAKE IS TEN WHALES LANDED AND FIVE ADDITIONAL STRIKES. ADDITIONAL WHALES UP TO QUOTA WILL BE TAKEN IN FALL HUNT. ESKIMOS HAVE COOPERATED FULLY IN

EXTENSIVE USG RESEARCH PROGRAM. FULL REPORTS ON HUNT AND RESEARCH PROGRAM TO DATE WILL BE PRESENTED TO IWC SCIENTIFIC COMMITTEE AND PLENARY.

B. USG CONSIDERS IT IMPORTANT THAT IWC CONTINUE TO HANDLE ABORIGINAL WHALING DIFFERENTLY THAN COMMERCIAL WHALING. USG WILL PROPOSE ESTABLISHMENT OF GUIDELINES BY IWC TO BE IMPLEMENTED BY DOMESTIC MANAGEMENT OF BOWHEAD WHALE HUNT. THE PROPOSAL PROVIDES FOR DEFINITE LIMITS ON THE TAKE OF BOWHEAD WHALES, COMPREHENSIVE RESEARCH PROGRAM, CONTROLS ON WASTEFUL TAKING AND/OR USE, AND REVIEW OF MANAGEMENT AND RESEARCH PROGRAMS BY THE SCIENTIFIC COMMITTEE AND THE UNCLASSIFIED

PAGE 03 STATE 155504

IWC. UNDER GUIDELINE MAXIMUM LEVEL OF KILL COULD NOT EXCEED TWO PERCENT OF THE BEST ESTIMATE OF POPULATION; TWO PERCENT PROPOSED BECAUSE IT IS ONE-HALF OF NET RECRUITMENT OF MOST BALEEN WHALE STOCKS AND FELT THEREFORE TO BE CONSERVATIVE, ALLOWING FOR MAINTENANCE OF STOCK AND ALSO SUBSISTENCE NEEDS. USG DOMESTIC REGS WOULD PROVIDE THAT ACTUAL LEVEL OF KILL WOULD NOT BE HIGHER THAN SUBSISTENCE NEED OF ABORIGINES INVOLVED IN HUNT. WHEN A NET RECRUITMENT RATE IS RELIABLY ESTABLISHED BY SCIENTIFIC COMMITTEE, THE TWO PERCENT FIGURE WILL BE ADJUSTED TO A PERCENTAGE OF THE NET RECRUITMENT RATE, TAKING INTO ACCOUNT THE DESIRE TO ENHANCE THE STOCK AND ACCOMMODATE THE SUBSISTENCE NEEDS OF THE ESKIMOS. USG HOPES TO PRESENT A PAPER ON THIS SUBJECT TO SCIENTIFIC COMMITTEE AND FULL COMMISSION AT SUBJECT MEETING. YOU SHOULD EXPRESS HOPE HOST GOVT INSTRUCTIONS TO DELEGATION WOULD ALLOW SUPPORT FOR USG PROPOSALS ON BOWHEAD WHALING.

C. IF HOST GOVT ASKS WHETHER USG COULD ACCEPT QUOTAS OF 12/18 FOR ANOTHER YEAR, EMBOFF SHOULD REPLY IN NEGATIVE SINCE 12/18 FIGURE DOES NOT SATISFY SUBSISTENCE NEEDS AND IS BELOW AMOUNT OF HARVEST STOCK CAN SUSTAIN. ADDITIONALLY, EMBOFF SHOULD NOTE THAT 12/18 QUOTA WAS BASED ON POPULATION ESTIMATE LAST YEAR OF 1300. THIS YEAR, ACTUAL COUNT OF WHALES BASED ON SIGHTINGS FROM SHORE STATIONS AND AERIAL SURVEYS, THROUGH MAY 30 WAS 1760, GIVING BEST ESTIMATE OF POPULATION OF 2264 AS OF THAT DATE.

3. ADMISSION OF OBSERVERS AND PRESS TO MEETINGS OF IWC--  
USG WILL CONTINUE TO SUPPORT CHANGES TO RULES OF PROCEDURE  
TO OPEN THE MEETINGS OF COMMISSION TO MORE OBSERVERS AND  
ACCREDITED PRESS. USG FAVORS CONSIDERATION OF THIS ISSUE  
BY THE TECHNICAL COMMITTEE AT SUBJECT MEETING; THIS WOULD  
BE CONSISTENT WITH DESIRE OF MANY COUNTRIES TO INCREASE  
ROLE OF TECHNICAL COMMITTEE. IWC IS EFFECTIVELY CONSERV-  
ING WORLD'S WHALES AND HAS NOTHING TO HIDE. UNFORTUNATELY  
UNCLASSIFIED

PAGE 04 STATE 155504

PROPOSED RULE CARRIED OVER FROM TOKYO SPECIAL MEETING CAN

BE SEEN AS BACKWARD STEP SINCE IT LIMITS NUMBER OF OBSER-  
VERS FROM EACH ORGANIZATION TO ONE AND REQUIRES AN ORGAN-  
IZATION TO HAVE OFFICES IN MORE THAN THREE NATIONS BEFORE  
IT CAN SEND AN OBSERVER TO IWC. ADMISSION OF ACCREDITED  
PRESS TO PLENARY SESSIONS OF COMMISSION WOULD RESULT IN  
MORE ACCURATE FIRST-HAND REPORTING BY PRESS WHICH WOULD  
DISPEL IMAGE OF IWC BEING CLOSED AND SECRET CLUB.

4. TEN-YEAR MORATORIUM ON COMMERCIAL WHALING--SINCE 1972,  
USG HAS SUPPORTED TEN-YEAR MORATORIUM ON COMMERCIAL WHAL-  
ING. THIS YEAR, USG CONSIDERED AND DECIDED AGAINST PLAC-  
ING MORATORIUM ON IWC AGENDA. WE WERE, THEREFORE, SUR-  
PRISED TO LEARN THAT PANAMA HAD PLACED TWO PROPOSALS ON  
AGENDA--TEN-YEAR MORATORIUM ON PELAGIC WHALING AND TEN-  
YEAR MORATORIUM ON COASTAL WHALING, EXCLUDING ABORIGINAL  
WHALING AND WHALING FOR SCIENTIFIC PURPOSES. USG POLICY,  
AS STATED BY PRESIDENT CARTER IN HIS MESSAGE TO IWC  
MEETING, JUNE 1977, CONTINUES TO SUPPORT TEN-YEAR MORATOR-  
IUM ON COMMERCIAL WHALING. USG CONSIDERS THAT THESE TWO  
PROPOSALS TOGETHER CONSTITUTE THE U.S. POSITION OF A TEN-  
YEAR MORATOIRUM ON ALL COMMERCIAL WHALING. USG HOPES HOST  
GOVTS WILL ALSO SUPPORT MORATORIUM. (FYI: ALTHOUGH FROM  
POLL TAKEN EARLIER THIS YEAR, WE EXPECT SUPPORT ONLY FROM  
MEXICO, ARGENTINA, PANAMA AND POSSIBLE FRANCE. END FYI)  
EMBOFF SHOULD EMPHASIZE THAT IN EVENT MORATORIUM LOSES,  
USG WILL CONTINUE TO SUPPORT "NEW MANAGEMENT PROCEDURE"  
AND QUOTAS ESTABLISHED THEREUNDER, IN LINE WITH COMPROMISE  
MADE IN COMMISSION IN 1974.

5. CHANGES TO NEW MANAGEMENTPROCEDURE--ANUMBER OF PROPOS-  
ALS TO MAKE CHANGES TO "NEW MANAGEMENT PROCEDURE" (NMP)  
UNCLASSIFIED

PAGE 05 STATE 155504

ARE ON AGENDA. USG IS WILLING TO CONSIDER CHANGES TO NEW  
MANAGEMENT PROCEDURE IF THEY ARE ENDORSED BY SCIENTIFIC  
COMMITTEE AND DO NOT WEAKEN NMP. USG IS PARTICULARLY CON-  
CERNED ABOUT SOME ASPECTS OF PAPER PREPARED BY DR. K.  
RADWAY ALLEN (AUSTRALIA), CHAIRMAN OF SCIENTIFIC COMMITTEE.

USG WILL BE CONSIDERING THIS PAPER AND REPORT OF SCIENTIFIC COMMITTEE VERY CLOSELY AND WILL STRONGLY OPPOSE ANY CHANGES THAT WOULD WEAKEN NMP. IF SUCH NEGATIVE CHANGES WERE ACCEPTED BY COMMISSION, USG WOULD BE FORCED TO TAKE MUCH STRONGER STAND ON MORATORIUM ISSUE. WE BELIEVE A NUMBER OF OTHER COUNTRIES WOULD VOTE FOR MORATORIUM IF THEY FELT NMP, WHICH IS COMPROMISE BETWEEN COMMERCIAL WHALING AND NON-WHALING COUNTRIES, WAS BEING WEAKENED. EMBOFF IN BUENOS AIRES, PARIS, MEXICO CITY AND PANAMA CITY SHOULD ENCOURAGE HOST GOVTS TO BE PREPARED TO MAKE SIMILAR STATEMENTS IN SUPPORT OF NMP AND MORATORIUM AT IWC MEETING.

6. RENEGOTIATION OF IWC CONVENTION.

A. THIS IS ON AGENDA IN ADDITION TO BEING SUBJECT OF PREPARATORY MEETING IN COPENHAGEN, 4-7 JULY 1978. IN PAST, USG HAS PUSHED STRONGLY FOR IMMEDIATE RENEGOTIATION OF IWC CONVENTION. IN REVIEWING THIS QUESTION FOR SUBJECT MEETING, USG HAS NOW DECIDED RENEGOTIATION IS NOT SO URGENT OR DESIRABLE AT THIS TIME FOR FOLLOWING REASONS-- (1) LACK OF CONSENSUS ON SEVERAL KEY ISSUES (E.G., ABORIGINAL WHALING, JURISDICTIONAL ISSUES); (2) SUBSTANTIAL PROGRESS IN WHALE CONSERVATION WITHIN IWC SINCE 1973 WHEN ISSUE FIRST RAISED; (3) DRAFT TEXTS PREPARED BY IWC WORKING GROUP HAVE NOT YET BEEN DISTRIBUTED TO LIST OF COASTAL COUNTRIES ACCEPTED BY IWC LAST JUNE; AND (4) IWC MEMBER NATIONS AND NON-MEMBER NATIONS, WHICH WILL BE PARTICIPATING IN THIS PROCESS FOR FIRST TIME IN COPENHAGEN, WILL UNDOUBTEDLY HAVE ADDITIONAL PROPOSALS TO PRESENT FOR CONSIDERATION. USG BELIEVES THESE CONSIDERATIONS ARGUE FOR EXTENDING TIMETABLE FOR RENEGOTIATION; THEREFORE, USG WILL NOT UNCLASSIFIED

PAGE 06 STATE 155504

PRESS TO SET DATE FOR CONFERENCE OF PLENIPOTENTIARIES AT COPENHAGEN MEETING. DISCUSSIONS TO DATE WITH OTHER COUNTRIES HAVE REVEALED NO STRONG PRESSURE FROM OTHERS TO PRESS RENEGOTIATION.

B. USG EXPECTS TO PRESENT SOME NEW PROPOSALS AND AMENDMENTS TO PREVIOUS PROPOSALS FOR CHANGED TEXT AT COPENHAGEN MEETING AND UNDERSTANDS OTHER COUNTRIES MAY ALSO DO SO. SINCE IWC AGREED IN JUNE 1977 TO DISTRIBUTE DRAFT TEXTS WITHOUT FURTHER ADDITIONS FOR USE AT COPENHAGEN MEETING, USG IS SEEKING AGREEMENT FROM OTHER IWC MEMBER NATIONS THAT NEW PROPOSALS MAY BE PRESENTED AT COPENHAGEN BY MEMBER AND NON-MEMBER NATIONS.

C. MEXICO CITY, BUENOS AIRES, WELLINGTON, PARIS--USG CONCERNED THERE MAY BE SOME ATTEMPTS TO REDUCE OPTIONS IN PRESENT TEXTS TO SINGLE TEXT AT COPENHAGEN. USG FEELS THAT THIS WOULD BE PREMATURE AND WOULD BE AIMED PRIMARILY AT STRONG CONSERVATION PROPOSALS SUPPORTED BY USG AND

HOST GOVTS. EMBOFF SHOULD ENCOURAGE HOST GOVTS TO ATTEND COPENHAGEN MEETING AND SHOULD STATE THAT USG WOULD APPRECIATE SUPPORT OF HOST GOVTS IN MAINTAINING THESE STRONG CONSERVATION OPTIONS IN THE TEXTS. EFFORTS TO ELIMINATE PROPOSALS CAN BE COUNTERED BY POINTING OUT DRAFT TEXTS HAVE NOT RECEIVED WIDE DISTRIBUTION TO ALL COUNTRIES THAT MIGHT BE INTERESTED AND PARTICIPATION IN COPENHAGEN MEETING IS LIMITED TO MEMBER NATIONS AND NON-MEMBER WHALING RPT WHALING NATIONS. USG WOULD ALSO APPRECIATE HOST GOVTS' SUPPORT FOR SEVERAL NEW PROPOSALS IN ADDITION TO THOSE ALREADY IN DRAFT TEXTS. DRAFT LANGUAGE IS BEING PREPARED AND USDEL WILL DISCUSS WITH HOST GOVTS AT LONDON AND COPENHAGEN. SUBJECT AREAS FOR MOST IMPORTANT NEW PROPOSALS ARE

UNCLASSIFIED

PAGE 07 STATE 155504

(1) MECHANISM FOR COORDINATION WITH OTHER ORGANIZATIONS DEALING WITH CETACEANS; (2) PROVISION FOR HABITAT PROTECTION AND FOR CONSULTATION ON POSSIBLE ACTIVITIES WHICH MIGHT ADVERSELY AFFECT CETACEANS; AND (3) POSSIBLE PROVISION FOR AN INDEPENDENT SCIENTIFIC STAFF FOR THE COMMISSION.

D. PANAMA CITY--IN ACCORD WITH WITHDRAWAL NOTICE PRESENTED TO USG NOVEMBER 1977, WE EXPECT PANAMA TO NO LONGER BE MEMBER OF IWC AFTER JUNE 30, 1978, AND THEREFORE NOT TO ATTEND COPENHAGEN MEETING. WOULD APPRECIATE EMBASSY VERIFYING THIS. IF PANAMA INTENDS TO REMAIN IN IWC, EMBASSY SHOULD POINT OUT THAT THEY NEED TO SO INFORM USG AS DEPOSITORY GOVT AND EMBASSY SHOULD PRESENT POINTS IN PARA 6.(A) - (C) ABOVE.

7. CANBERRA--APPRECIATE INFO IN REF A. PLEASE MEET WITH AUSTRALIAN OFFICIALS AS APPROPRIATE TO DISCUSS THIS CABLE.

8. PANAMA CITY -- PLEASE ALSO INFORM PANAMANIAN OFFICIALS THAT U.S. INTENDS TO RAISE QUESTION OF ACTION, IF ANY, TAKEN BY GOP RE TRANSFER OF PAULMY STAR III TO CHILE (REFS B AND C). REF D STATES PAULMY STAR III REGISTERED IN PANAMA. IF SO, IT IS FLYING PANAMANIAN FLAG WHILE WHALING IN CHILE. EMBASSY MAY POINT OUT INCONGRUITY OF PANAMA SUPPORTING TEN-YEAR MORATORIUM ON COMMERCIAL WHALING WHILE SHIP REGISTERED THERE IS ENGAGED IN COMMERCIAL WHALING.

9. WELLINGTON--ON JUNE 14, JOHN LARKINDALE, NEW ZEALAND EMBASSY, MET WITH REPS FROM DEPT OES/OFA AND FROM DEPT OF COMMERCE TO DISCUSS ISSUES IN IWC. ABOVE POSITIONS WERE DISCUSSED WITH HIM. HE WILL BE INFORMING GNZ OF OUR DISCUSSION. EMBASSY SHOULD ALSO MAKE POINTS RAISED ABOVE DIRECTLY WITH GNZ OFFICIALS.

UNCLASSIFIED

PAGE 08 STATE 155504

10. MEXICO CITY--USG WOULD ALSO LIKE TO ENCOURAGE GOM TO  
SEND ONE OR MORE REPS FROM MEXICO CITY TO LONDON MEETING.  
SUCH PARTICIPATION WOULD BE MOST BENEFICIAL TO SUPPORT OF  
STRONG CONSERVATION POSITIONS ON ISSUES BEFORE IWC. VANCE

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## Message Attributes

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